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AoA and EA Process Weaknesses

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Agenda

Purpose - Identify AoA and EA process weaknesses uncovered during 2008 IT Acquisition LSS

- Inadequate requirements
- Lack of knowledgeable professionals
- Process weaknesses
- Late entry into acquisition management process
- Late engagement with PA&E
- Premature and unaccounted funding

Inadequate Requirements

- Poorly written, vague, or incomplete requirements cause a significant waste of time and money
- PMs are unsure of what they are trying to develop
- Adequate requirements are needed to perform an AoA
  - Adequate requirements definition drives AoA development
- Sufficient requirements stability and solid metrics (MoEs & MoPs) are seldom seen
  - Well defined requirements are needed to perform an AoA
  - MOEs are needed to perform the Post Implementation Review
- Functional Solution Analysis process (part of JCIDS) has almost zero utility because it is not properly focused

Lack of Knowledgeable Professionals

- Lack of knowledgeable professionals supporting the functional sponsor to perform the AoA
  - Competence of AoA writers varies widely
  - Many have never before written an AoA
  - AoAs are not thought through by functional sponsor
  - AoAs documents are poorly written or useless or both
  - Training in AoA development would be a big plus
  - Requirements manager training (CLM041 and RQM101) is necessary
- Component PA&E organizations have been severely downsized or eliminated
  - This results in a lack of bedrock expertise at the component level
  - Component Centers of Excellence would help improve the process
- AoA is not being used by decision makers as an effective tool for oversight in the preliminary stages of program life (pre-MS B)
- Programs should look out no further than 5 years
  - Anything past 5 years is a guess

Process Weaknesses

- Many planning documents begin before AoA completion
- AoA process is too complex - need document page limits
- Documents delivered to PA&E too close to OIPT mtg
  - No time to review and update
- Many components have predetermined the preferred alternative before starting the AoA process
  - They see the AoA an a paperwork exercise that wastes time & money
- Some models (e.g., OPNET) are not appropriate

Late Entry into Acquisition Mgt Process

- Late realization and identification to OSD of IT programs exceeding MAIS cost thresholds
- Failure to identify and fully vet MAIS programs via the AoA process
- Failure to obtain a Concept Decision and/or Milestone A
- Unreasonable assumptions that COTS SW and HW can meet DoD requirements without significant development
- Failure to adequately determine the full range and scope of military and government operational requirements vice conventional business operations
- Assumption that "Best Business Practices" and Bench Mark Benefits can be attained via the mere acquisition of COTS (notably ERPs)

Late Engagement with PA&E

- Failure to meet with OSD independent review office (PA&E) early in the AoA and EA process to:
  - Tailor AoA Study guidance
  - Develop the Economic Analysis Development Plan (EADP)
  - Ensure requirements are understood, reasonable, and feasible
- Lack of Program Office trained, experienced, and certified cost analysts available to develop cost and benefit estimates

Premature & Unaccounted Funding

- Funding of programs prior to AoA development
- Failure to synchronize funding requirements with the PPBS process
- Failure to ensure that funds budgeted for MAIS & MDAP IT programs are obligated as planned and spent on the intended program
  - Funds are sometimes siphoned off to meet other requirements

Way Ahead

- Identified weaknesses can serve as a starting point to engage the CCA LSS AoA and EA teams